No. P. & S. 66-29-1
Encl.

BANGALORE,
Dated 27—29th March 1930.

FROM

D. C. SUBBARAYAPPA, ESQ., B.A., B.L.,
Secretary to the Press Committee,
Bangalore.

To

R. RANGA RAO, ESQ., B.A., B.L.,
General Secretary to Government,
Bangalore.

Sir,

Adverting to Government Order No. G. 14889-904—P. & S. 98-28-11, dated 20th June 1929 appointing a Committee of the marginally-noted gentlemen to go into the question of rise in the annual expenditure under Government Printing and Stationery and devise measures for steadying the cost of the Government Press and for effecting economies in the matter of consumption of printing materials and stationery articles, I am directed to submit the following report for the consideration and orders of Government :—

1. Mr. B. Srinivasa Iyengar, B.A., B.L., Financial Secretary and Inspector of Office Systems (Chairman).
2. Mr. B. Puttaiya, B.A., Superintendent, Government Printing (Member).
3. Mr. A. V. Ramanathan, B.A., Deputy Commissioner, Kolar District (Member).
4. Mr. C. Hayavadana Rao, B.A., B.L., Editor, Economic Journal, Bangalore (Member).
5. Mr. D. C. Subbarayappa, B.A., B.L., Assistant Secretary to Government (Secretary).

2. In the order of reference to the Committee, Government observed that the expenditure under printing as well as under stationery had increased from a little over Rs. 3 lakhs in the year 1925-26 to nearly four lakhs in a period of four years. They considered that this rise was heavy notwithstanding the fact that the Government Press had to cope with the expansion of business in Government departments and that it should be possible to economise cost. This Committee was asked to go into the whole question and submit a report to Government within a period of three months.

3. It is regretted that the enquiry has taken much longer time than was anticipated. The Committee have found it necessary to examine, in detail, the factors contributing to the increase of expenditure in the Government Press and to study its methods of working with reference to those prevailing in other presses here and elsewhere. The anxiety of the Committee to collate all available information kept them at work till about the end of February 1930 and this accounts for the delay in the submission of this report to Government.

4. The full Committee met nine times on the dates noted in the margin of which five meetings were held in the Press buildings. The members had the privilege of going through the Memorandum dated 9th May 1929 submitted to Government by the Superintendent, Government Printing, and the Notes dated 30th April 1929 and 29th May 1929 of the Inspector of Office Systems. They derived considerable help from Mr. C. Hayavadana Rao whose experience in the printing line extends over a period of nearly 30 years. He was good enough to submit to the Committee a reasoned Note on various matters covered by the terms of reference including the abolition of the Piece Work System and strongly advocated, as a measure of economy, the policy of entrusting to private presses an appreciable portion of the printing work now done at the

1. 8th and 9th July 1929.
2. 3rd August 1929 at the Press.
3. 5th September 1929 do
4. 10th do do
5. 9th November 1929.
6. 22nd do
7. 2nd December 1929 do
8. 16th do
9. 31st January 1930 do

Government Press. The Superintendent, Government Printing, also furnished to the Committee a comprehensive Memorandum on the various points raised. The Committee's task was greatly facilitated by these discussions. With a view to getting an insight into the working of the Government Press and the Stationery Depot in all their branches, the members paid visits during working hours and made enquiries regarding the staff, buildings, machinery, forms and stationery, etc.

5. The Committee's recommendations and suggestions are classified under the following main heads :—

I. Revision of Working Hours.
II. Reduction in Piece Work Rates.
III. Abolition of the Hour Account System.
IV. Revision of Establishment.
V. Regulation of 'Rush' Work.
VI. Transfer of printing work to Private Presses.
VII. Efficiency in Machinery Equipment.
VIII. Revision of methods of work.
IX. Miscellaneous.
X. Revision of rules for printing and supply of Forms and for supply of Stationery articles.

I. Revision of Working Hours.

6. The reform most urgently called for to ensure enconomy and efficiency in the working of the Government Press consists in changing the hours of work. The Central Press at Bangalore as well as the Branch Press at Mysore are at present working like other Government Offices from 11 A.M. to 5 P.M. (except on a few morning office days) and work done outside these normal working hours entitles the workmen on fixed pay to over-time wages. The Committee consider that this is an uneconomical arrangement and they believe that there is good reason for adopting the factory hours of work with an interval for the mid-day meal prevailing in private presses in the State and Government Presses elsewhere. The Committee are given to understand that the existing arrangement affords scope for the men employed in the Government Presses to take up jobs in private presses in their off-duty hours to the detriment of public interests and this is an additional reason which has influenced the Committee in recommending the change in working hours. They accordingly propose the following hours of work for adoption in the Central Press at Bangalore and the Branch Press at Mysore.

On all week days except Saturday, two periods.

Morning.—From 8 A.M. to 12 Noon.

Afternoon.—From 1-30 P.M. to 5-30 P.M. (in winter.)

From 2. P.M. to 6 P.M. (in summer.)

On Saturdays, from 11-30 A.M. to 5 P.M. Some interval for lunch will be allowed at a convenient time of the day.

This change results in an increase in the normal working hours in the week by about one-fourth and consequential decrease in overtime allowances. But it is felt that the employees on monthly wages and pay, who will have to work longer hours, should be given some compensation in the shape of suitable addition to pay simultaneously with the introduction of the new arrangements.

II. Reduction in Piece Work Rates.

7. The present scale of piece-work wages appears to be somewhat arbitrary and the wages now being paid in the Government Press, specially in the Binding Department, are rather high as compared with the prevailing rates

in other presses. The price of labour works out to a uniform rate of 3 pies per line in the Composing Branch, whatever the efficiency in the out-turn. The Committee have reason to believe that the rates are rather over-liberal.

The Committee have been much impressed with the arguments advanced for replacing the piece-workers by wholetime employees in the Machinery and Binding Sections, especially in view of the contemplated increase in the working hours. They are of opinion that, in the Composing Branch however, a portion of the labour should continue to be employed on the piece-work basis, the rates of wages being re-adjusted suitably with reference to the general level ruling in the Trade.

III. Abolition of the Hour Account System.

8. There are about 50 men in the Composing Branch who are paid on the Hour Account basis and unless there is effective supervision, the system is bound to result in waste of money. It has a tendency to idleness at the cost of the State. There appears to be no need to continue the Hour Account arrangement as it is believed that the men are also anxious to be brought on the permanent establishment. The change, synchronising with the increase in the normal hours of work, will undoubtedly lead to economy of cost.

IV. Revision of Staff.

9. The details of the scheme of revision were gone into by a Sub-Committee consisting of the Chairman, the Superintendent, Government Printing and Mr. Hayavadana Rao and the Committee's concrete proposals under items II, III and IV are as follows:—

(i) The piece-work arrangement may be retained in the Composing Branch and the piece-work compositors graded into three classes according to service and efficiency.

(1) First Class with a service of over ten years at an average rate of wages of three pies per line composed.

(2) Second Class with a service of five to ten years at two and half pies per line; and

(3) Third Class up to five years' service at two pies per line.

(ii) The Hour Account Compositors who have all put in over 15 years' service and are employed on skilled labour may be absorbed in the permanent establishment on rates of pay based on the present average earnings. Of the 50 men now employed, 44 may be put on fixed rates of pay and the remaining six reduced. These six men may, for the present, be kept on as Supernumeraries pending their absorption as vacancies occur.

(iii) Whenever piece-work compositors are employed on the work of permanent compositors in temporary vacancies not exceeding four months, they may be paid on the Hour Account basis, *viz.*, 2 annas, 2¼ annas, and 2½ annas per hour according to their service, or their pay and allowances may be regulated under the Mysore Service Regulations, at the discretion of the Superintendent, Government Printing.

(iv) The piece-work as well as the Hour Account system may be abolished in the Machine Branch and the machine men may all be put on the permanent staff on rates of pay based on the present average earnings.

(v) Piece-work may be abolished also in the Binding Branch and the Binders may likewise be brought on the regular sanctioned cadre.

(vi) A proposition statement embodying these proposals is appended to the report (*Vide* Annexure 'A'). The net result of these recommendations will be eventually a reduction of 11 men out of 317 now borne on the piece-work establishment and a saving in cost of about Rs. 15,701 per annum.

(vii) In view of the contemplated increase in the number of working hours in both the Presses from 6 to 8 hours a day, it is desirable that some increase in

pay should be given to the subordinate staff of the Government Presses. The Committee have examined the proposals for revision of establishment which have already been submitted to Government by the Superintendent. They are of opinion that the increases proposed by the Superintendent are suitable and may be sanctioned simultaneously with the adoption of the change in the hours of work.

(viii) As regards the staff who will not be benefited by this revision but who will have to work longer hours under the proposed arrangement, the Committee propose the grant of small absorbable personal allowances, and recommend that a lumpsum not exceeding Rs. 4,000 be provided for the purpose out of the savings anticipated. Only the existing persons and not the new entrants will be entitled to this personal allowance.

(ix) The revision of the permanent staff proposed above will result in an addition to recurring cost of Rs. 5,000 which will be more than covered by the savings to be effected in other directions. *Vide* paras 15 and 16 also.

V. Regulation of Rush Work.

10. A fruitful source of avoidable expenditure in the Press is in its being required to attend to what is urged by the indenting Department as Rush Work, *i.e.*, work which is of an emergent or extra-normal nature and cannot afford to bide its turn, but which has to be taken up at once and completed within the time prescribed, putting by routine work and employing men overtime. The Committee are informed that a good portion of the work sent to the Press comes under this category necessitating heavy expenditure. This is by no means a desirable state of affairs and every endeavour should be made to remedy the defect. The normal work of the Press should not be allowed to be dislocated by the 'Rush Work' nor should such work occasion extra expenditure in the shape of overtime allowance, lighting and other incidental charges except under exceptional circumstances. As a rule, the departments should be required to send matter to the Press after consulting the Superintendent beforehand so that the business may be economically handled during the usual working hours; but where previous consultation is not possible or the work is urgent or confidential, the Press is entitled to work overtime and incur additional expenditure.

11. *Appointment of a Liaison Officer.*—It has been ascertained that the departments which send a large amount of urgent work to the Press are the Secretariats and the Comptroller's Office. The Committee venture to suggest the appointment of one of the Secretaries to Government as a 'Liaison Officer' *ex-officio* who will be charged with the duty of regulating the flow of work into the Press from these two offices. It will be the function of this officer to keep himself posted with the state of work in the Government Press by obtaining periodical reports, to avoid despatch of Rush Work to the Press as far as possible and to settle points of difference between the Departments and the Press. The Officer should be clothed with authority to reject the classification of matter sent to the Press as 'Rush Work,' and to suggest the avoidance of waste in printing. The experiment involves no additional expenditure to the State, but is on the other hand calculated to result in considerable saving in cost. In cases where work is sent to the Press direct from other departments, the Superintendent, Government Printing, will see that the standing orders are strictly observed by them.

VI. Transfer of Printing Work to Private Presses.

12. The question of confining the printing in the Government Press to certain classes of work only and of entrusting all other work (neither confidential nor urgent) to well equipped private presses was carefully examined by the Committee. In the Memorandum prepared by Mr. Hayavadana Rao to which reference has already been made, it was argued that, if expenditure on Printing and Stationery is to be reduced and brought down to a normal level, the policy of Government in regard to the handling of printing work should be changed and the understanding that all Government printing work should as a rule be done at the Government Press should give place to the new formula that all printing work of Government should as far as possible be given out on the open tender system to recognised

private presses in the State, subject to the proviso that strictly confidential and other scheduled work should be ordinarily done at the Government Press. If this policy were adopted, he claimed that the savings effected would be substantial and that the need for a Branch Press at Mysore at heavy cost would disappear.

The question raised by Mr. Hayavadana Rao is not a new one. Government in their Order of 23rd January 1919 approved of the policy of throwing open Government Printing work to private presses under certain conditions. This arrangement was in force for some time. For various reasons into which it is not necessary to enter here, the practice of entrusting Government work to private presses was discontinued in 1921, but certain Government Departments, *e.g.*, the University, have been given the option to have this printing work done at private presses.

Apart from the question of policy of fostering the printing industry in the State, the Committee have examined the proposal on its merits as to whether it would conduce to any appreciable savings in expenditure. From the calculations made of the present cost in the Government Press of some of the items of work of the class mentioned in the schedule below and comparing it with what is charged for similar work in private presses, *e.g.*, the Bangalore Press, the Committee have come to the conclusion that it would be, on the whole, fairly economical to turn over to private presses at competitive rates these less urgent works so as to avoid the comparatively heavy overhead and other incidential charges that are inevitable in the Government Press under existing conditions.

The Committee's suggestions in this behalf are as follows:—

(*a*) All work sent by Government from the different Secretariats (except the Railway) and by the Comptroller should, as a rule, be attended to in the Government Press.

(*b*) Confidential work and urgent matter of all departments will also be handled by the Government Press.

(*c*) A Schedule may be prepared of such items of work as may with advantage be transferred to private presses on the open tender system or on periodical contracts, and it should be the understanding that, as a rule, the items mentioned in the schedule should be got done at the least expense to the State. The following is *a provisional schedule of items of work to be ordinarily entrusted to Private Presses*:—

1. Educational Books.
2. All Bulletins of Technical Departments.
3. All works that are now being done free of cost in the Government Press on behalf of Associations or semi-Government Departments, such as Mysore Civil Service Association, Engineers' Association, Horticultural Society, Sanskrit College, Mysore Races, General and Revenue Secretariat Club, Medical College Day, Co-operative, Medical, Forest and other Conferences, etc.
4. Lists of Co-operative Societies.
5. Capital and Revenue Accounts of Government Buildings.
6. Record of Rights work.
7. Lists of schools, lists of candidates for public examinations and forms and registers of the Local Examinations Board.
8. Departmental Manuals except those involving revision or dealing with Laws or Regulations.
9. Reports, Budget Estimates, etc., of District Boards and Local Bodies.
10. Digest of Civil Court Cases and similar work.
11. Chief Court Reports.
12. Works of quasi-commercial and paying departments at Bangalore such as the Government Insurance Department, Electrical Department, etc.
13. Works for which provision for printing is made in the budgets of Agricultural and other departments, such as Agricultural Calendar.
14. Gradation Lists, if they are to be printed.
15. Economic Conference work.
16. Blue Book Journal.
17. As regards the Branch Press at Mysore, the University and the Railway Departments should be at liberty to entrust work to Private Presses.

18. Petty works not exceeding Rs. 25, *e.g.*, Letter-heads of departmental officers.

19. Class examination papers of High Schools and Colleges.

20. The Superintendent may also be empowered to entrust to private presses the printing of Criminal Case Records of the Chief Court and the forms and registers other than those which are *stereos* or *standing* and which cannot be done in the Government Press on account of pressure of other work.

For meeting the cost of the scheduled items of work, suitable provision may be made in the budget of each department on the head of which will devolve the primary responsibility of operating on this grant in consultation with the Superintendent, Government Press.

While the adoption of the arrangement suggested above will undoubtedly result in the reduction of expenditure in the Government Press under piece-work and establishment charges, the Committee have not been able to collect sufficient data to calculate the extent of such saving. They are of the opinion that the transfer of work to the private presses may begin immediately though it may take some time to give full effect to the Committee's recommendations in this behalf. After the new arrangements have been introduced, the items included in the schedule should not ordinarily be done by the Superintendent, Government Printing in the Government Press without the special sanction of Government previously obtained. Retrenchments in staff may be effected, after a couple of years' experience is gained of the working of the new arrangement.

VIII. Efficiency in Machinery Equipment.

13. From a close examination of the existing machinery in the Press, the Committee are inclined to think that some of the machines in use are old and obsolete and require to be replaced. In order to enable the Press to keep pace with the times and get through work with the maximum efficiency, the Superintendent wants to purchase new and labour-saving machinery at an aggregate cost of Rs. 2,11,000 (*Vide* Annexure 'B'). Replacement of old and obsolete machines by up-to-date labour-saving machines is necessary and inevitable and provision should be made therefor in the Press Budget, the actual sum to be allotted being based roughly on the depreciation.

14. *Formation of a Depreciation Fund.*—The Rules in force in the Government of India Printing Presses regarding the Depreciation Fund (*Vide* Annexure 'C') have been examined. The Committee are of the opinion that these rules may be adopted here *mutatis mutandis* provided that it is not necessary to have a depreciation fund account opened in the Comptroller's Books. The Press may keep a Pro-forma account and attach an extract of it to the annual Administration Report. The provision of funds for renewals and replacement of plant and machinery in the Press may, as far as possible, be regulated on the amount at credit in the Pro-forma account.

15. As regards the installation of new labour-saving machinery, the Committee applied the test as to whether the additional equipment would result in a reduction in recurring expenditure and whether the capital outlay would be of a productive character. They recommend on this basis the purchase of a Linotype Composing Machine and two Electric Proof Presses for the Composing Branch and three Automatic Feeders for the Machine Branch, at a total cost of about Rs. 27,000. With this additional equipment, it may be possible to reduce the piece-work grant by about Rs. 5,000 which would represent the saving in man-power and the increased out-turn. But the Superintendent demurs to this proposal. His view is that work executed in the Government Press is often-times of such an emergent nature that additions of labour-saving machinery and the maintenance of staff at the maximum strength would be of great assistance in getting through such work without delay. But the Committee's proposals are all calculated to systematise work in the Government Press and reduction of cost of working should naturally result therefrom.

16. The present arrangement of supply of electrical energy to the machines in the Central Press is uneconomical, as all the machines connected with the

motors (two in number) are not at work simultaneously. There will undoubtedly be material saving in the consumption of electric power if each machine or group of machines at work is connected with a separate motor. The Committee believe that the change above suggested is feasible and that, without much increase of initial cost, an annual saving of about Rs. 2,000 in the consumption of electric power can be effected.

VIII. Revision of Methods of Works.

17. Another factor which contributes to the increase of avoidable expenditure in the Press is the failure on the part of Government Departments to abide strictly by the technical rules of the Press in sending matter for printing. The causes have been analysed by the Superintendent as follows :—

(1) Sending of manuscripts not legible, or prepared in a form contrary to the prescribed rules.

(2) Asking for proofs being furnished on a certain date irrespective of the bulk of the work sent.

(3) Retaining proofs for an indefinitely long time.

(4) Returning them piecemeal with heavy corrections and demanding clean proofs frequently, treating proofs as though they were office drafts, or

(5) Returning them with hardly any corrections in the composed pages but adding further matter and asking for another proof, and retaining it again for a long time, and then

(6) Returning the same at the last moment and asking for printed copies on a definite date giving scarcely sufficient time for the Press to attend to the matter under normal conditions of work.

The Superintendent's contention is that, if the prescribed rules of procedure were strictly followed by all Government Departments sending printing work to the Press and work is not rushed in, the cost would be considerably less than what it is now. An examination of some of the proofs in the Government Press which the Superintendent kindly showed to the Committee convinced them that there was much force in the view put forward by the Superintendent. There has oftentimes been inordinate delay in the return of proofs by Departments involving unnecessary lock-up of matter. In some cases, the interval extended to over five months.

18. To remedy the defects, the Committee suggest the following measures :—

(*i*) *Return of proofs in time* :—In returning the proofs to the Departments concerned for correction, a red slip—vide margin—is being attached to the matter, in which it is stated that the type would be broken up without intimation if the proof was not returned within the specified number of days. As this warning has apparently had no appreciable effect in many cases, the Superintendent should revise the wording of the slip so as to make it clear to the Departments concerned that not only would the types be broken up if the proofs were not returned within the time prescribed but that the same matter would not be re-set thereafter without specific orders of Government. The Superintendent may, however, in his discretion keep the matter without breaking up the type some time longer than the prescribed date if there is a requisition for extension of time from the Departments concerned supported with reasons.

NOTE.

As per Government Order No. G. 14981-90 P. & S. 54-18-2, dated 18th January 1919, this proof is to be returned in.....days with Print Order: otherwise the types will be broken up without any intimation.

(*ii*) *Sending manuscripts in proper form.*—To obviate the sending of bad or illegible manuscripts to the Press for printing, to stop the making of unsystematic corrections in the proofs or the inserting of additional matter in the final proofs much to the detriment of despatch of work and to ensure economy of cost in printing, a set of rules is suggested for adoption by Departments sending matter to the Press for printing. (*Vide* Annexure 'D.') These rules should be strictly enforced.

19. The rules referred to in the previous paragraph provide for most of the proofs being passed for print in the Press itself. It is necessary that the Proof

Readers of the Press should be really efficient in their work. A pass in the Proof-reading Examination, Senior or Junior Grades, should be insisted on in respect of future recruits, as well as for promotion of men in service to higher grades. If the existing Proof Readers in the Press are not the right sort of men to handle work under the altered conditions, they will have to be replaced by more competent men as far as the conditions permit. This is a question affecting the personnel and the Committee prefer to leave it to the Superintendent.

20. The Committee consider that decentralisation should be effected in the management of the various branches of work in the Government Press at Bangalore somewhat on the following lines. Work in the Press may be broadly divided into the following three sections :—

(1) *The Press proper.*—This deals with composing, proof-reading, printing, binding, foundry, etc. This branch should be in charge of a qualified Gazetted Assistant. This is the arrangement at present.

(2) *Accounts Section.*—The account side in the Press seems to require more supervision than it receives at present. The Superintendent urged the appointment of a Financial Assistant to help him in account matters as in the case of the Departments of Agriculture, Forest, Education, etc. While appreciating the need for an Assistant trained in accounts, the Committee do not consider that a Gazetted Officer is required for the internal audit of the Press Accounts. It would be sufficient if an Officer of the status of a Divisional Accountant in the Public Works Department with analogous functions is appointed to look after the accounts work in the Press and help the Superintendent in setting right defects and irregularities in accounts procedure.

(3) *Forms and Stationery Section.*—This branch should be placed under the immediate charge of a Gazetted Assistant to ensure a more effective scrutiny being exercised in respect of printing, storage and supply of Forms and Stationery. It will be the duty of this officer to regulate the supply and distribution of Stationery and Forms according to rules, having regard to economy in cost and to the prevention of waste. The Senior Sub-Assistant Superintendent may be placed solely in charge of this section and with him the Supervisor of the Stationery Depot may be associated in the discharge of these responsible duties.

The different sections of the Press as above enumerated should each be under the direct supervision of the Assistants named, who should be responsible to see that work is carried on with the maximum of efficiency and the minimum of cost and the Superintendent should receive full assistance from these Sectional Assistants. The Superintendent will as hitherto be responsible for the technical get-up of all matter issuing from the Press as a whole and be the final authority in the Press on all technical and administrative questions.

IX. Miscellaneous.

(1) Standardisation of Covers and Note Papers.

21. The Committee observe that there is no uniformity in this respect at present and there is avoidable waste of paper. The Superintendent who carried on correspondence with some of the Heads of Departments about their minimum requirements in this behalf placed before the Committee as many as 34 varieties of covers requisitioned by one of these officers which, if complied with, would consume a lot of paper. The Committee are of opinion that appreciable economies could be effected by arranging to supply covers and note papers to officers in nine standard sizes as noted in the margin, the paper used being brown or white cartridge or badamy, according to requirements, for covers and cream-laid or cream-wove for envelopes, the supply of special note papers and envelopes other than the standard sizes and qualities being limited to the Palace, the Members of Government and the Secretaries for outside correspondence.

COVERS.
Foolscap.
Demy.
Foolscap Folio.
File.

NOTE-PAPERS.
Post quarto.
Large Post Octavo.
Small Post Octavo.

ENVELOPES.
Chit, large post.
Chit, small post.

(2) Other Proposals for the Saving of Expenditure under Printing.

22. There is some scope for economy if the whole of the *Mysore Gazette* except a few pages of Part I is arranged to be struck off a day or two previous to the day fixed for its issue. The number of pages of the *Gazette* may be reduced by omitting all matter except that the printing of which is necessitated by statute or public interest in general. Departmental advertisements may, if they are to be published in the *Gazette*, be shortened as far as possible and trivial items such as calling for tenders involving small amounts need not be printed in the *Gazette*. Standardised information on matter actually included in advertisements maybe got printed separately and copies supplied at cost price by the departments concerned to tenderers and others interested. Proceedings of Municipalities, District Boards and other Local Bodies might as well be omitted from the *Gazette*.

23. Printing of matter not of importance to a larger class of people may be discontinued—*e.g.*, papers read by Agricultural Inspectors at Departmental Conferences, schedules of establishment long after the due date, large volume of opinion of the Legal Remembrancer, etc.

24. It is suggested that steps should be taken to effect economies in printing in the Secretariats, the Comptroller's Office and the bigger Departmental Offices which order the heaviest printing, *e.g.*, Education, Revenue, Agriculture, Public Works Department, etc. As an instance in point, it may be stated that 30 copies of the Report on the Resource operations of the State for the year 1928-29 were despatched to the Deputy Commissioner of one District for distribution. The distribution of reports of this kind to *all* subordinate offices in the District seems unnecessary. Considerable economies in the printing of departmental reports and the Government reviews seem possible. The Departments should so arrange their printing work that extra charges on account of over time are greatly diminished and that no undue stress is put on the internal economy of the Press. It should be remembered that the Printing Press is essentially a Service Department and the expenditure incurred on it depends primarily on the demands of the various Departments of Government on it. The responsibility for enforcing economy rests largely on the Secretariats and the Comptroller's Office which send the bulk of the matter to the Press. The question of reducing the size and volume of Departmental Administration Reports is well worth consideration in this connection.

25. The system of free printing allowed in the case of work pertaining to semi-official bodies like the Mysore Engineers' Association, Mysore Civil Service Association, etc., may be discontinued and a subvention given to them if necessary for getting their work printed elsewhere.

X. Stationery and Forms.

26. Turning to the questions relating to the supply of stationery articles and printed Forms to offices, the chief defects to be remedied are the following:—

(1) The non-receipt of indents or their belated receipt in the Press.

(2) Omission of essential forms in the original indent and asking for them on some future date when it is too late to print and supply them.

(3) Not claiming the required forms in adequate quantities and asking for increased quantities at some future date when it is absolutely impossible to comply with the request without incurring heavy expenditure.

(4) Preparing indents in a haphazard manner making the identification of Forms difficult and consolidation of indents unsatisfactory.

(5) Not indicating in the indents the essential and non-essential forms and the order in which the forms should be supplied.

(6) Omission on the part of Taluk Offices to send regular indents for all their requirements to the Deputy Commissioners and other Heads of Offices in time.

27. The Committee note that certain remedial measures have already been adopted by or at the instance of the Superintendent. The following proposals are additionally suggested for the consideration of Government:—

Standardisation of Forms.

28. The Superintendent brought to the notice of the Committee certain practical difficulties experienced by him in giving effect to Government Order No. G. 12285-92—E. A. 7-23-3, dated the 29th February 1924 relating to the Standardisation of Forms. The main difficulty was about maintaining the standard list up-to-date and unless the alterations ordered from time to time were promptly noted in the list, there would be the risk of printing obsolete Forms. The responsibility for maintaining the standard list rests primarily on the departments concerned. When the need for changes in the Standard Form was felt by a department, it should take action without delay to get the rules suitably modified. Proper arrangements should be made in the Stationery Depot for a systematic record of the alterations brought to its notice from time to time.

29. To avoid the waste involved in printing unnecessary Forms, the Superintendent should also report to Government, in the light of experience gained, cases in which the lists appended to orders standardising the forms required alterations. He should see that the rules framed by Government are adhered to. He may, in the course of his inspection, also investigate the need for the demands made on him when heavy supplies of Forms are required by offices. If a requisition came for the supply of a larger number of Forms than what has been prescribed in the standing order, the Superintendent should satisfy himself that a case has been made out for the increased supply and that the requisition has the support of the Head of the Department concerned. If such requisitions are too frequent in any department, he should address Government for the issue of suitable orders for revision of the standard scale of supply.

30. Supply of Forms has so far been standardised in respect of only ten Departments. The Committee consider that early action may be taken to have the standardisation process completed in all the major departments of the State.

31. The Forms and Registers now in use are of different sizes and the mode of printing them seems capable of improvement. The reduction of General and Special Forms into one or two uniform sizes and the printing of the Registers and Forms in an agreed economical manner are likely to result in large saving in printing and the consumption of paper. The work may be entrusted temporarily for six months or a year to a Special Officer who has aptitude for this kind of work.

Supply of Forms direct to Taluk Offices and Treasuries.

32. There is a common complaint that the Forms required for use in Taluk Offices are not supplied to them in time. The present arrangement of supply through the District Offices contributes to some delay and avoidable expense. The Superintendent brought to the notice of the Committee that each District Office has been incurring an expenditure of about Rs. 300 per annum for sending the Forms to Taluk Offices and that it would be economical to send the Forms direct from the Press. To introduce the change which throws some additional work on the Press, a staff of two Invoice Clerks and two Counters at a total cost of Rs. 70 per mensem is stated to be required. The Committee endorse the suggestion. The arrangement may be tried for a year or two.

Supply of Stationery Articles.

33. The revised procedure suggested above in respect of supply of Forms may, in the opinion of the Committee, be adopted with advantage in regard to supply of stationery articles as well with suitable modifications (*vide* Annexure 'E' Rules 11 to 16). Without sanction of competent authority, requisitions for supply over and above the authorised quantity should not ordinarily be made. A ledger may be opened in the Stationery Depot to record the supply of stationery articles made in the past to each office to serve as a guide for regulating further demand. The services of the special staff of Invoice Clerks and Counters proposed in connection with supply of Forms to the Taluk Treasuries may be utilised for the purpose.

34. Both expenditure and inconvenience at the offices receiving supply of stationery would be minimised if the Superintendent arranges to supply to each office in one consignment the whole of the requirements of the year. The existing arrangement of delivery in instalments involves heavy work of packing, checking and posting of entries both at the Depot and at the offices. The chief difficulty to be contended against in this connection arises from the fact that the articles will not be delivered by the Contractors in the agreed quantities at one time and in one instalment and that it is physically impossible to arrange for a simultaneous supply to all offices from the Press. To get over this difficulty and to reduce work in the Depot, it is suggested that the supply of stationery articles to the different Departments may be spread over the whole year and a suitable calendar of supply may be drawn up indicating the dates of supply to the different Departments. In the first year in which the new arrangement is introduced, an interim supply will have to be made to offices which will have to wait for their annual supply according to the calendar. It is also necessary to insist upon the contractors supplying the articles more promptly than at present.

Revision of the Government Order of 27th May 1904 *re* Supply of Stationery and Forms.

35. The Committee consider that this order requires revision in several respects and that, in view of the long lapse of time since it was passed, it is desirable to issue a fresh comprehensive order for the guidance of all officers. They accordingly propose a revision of this order on the lines indicated in Annexure 'E'. The main features of the amendments proposed are avoidance of unnecessary scriptory work in the preparation of indents in the departmental offices, doing away with the laborious task of annual consolidation of such indents in the Stationery Superintendent's Office and securing of regularity and promptitude in the supply of stationery and Forms to offices. The Committee also consider it desirable to replace the present system of annual indents by standard lists which will be prepared by the Superintendent on the basis of average consumption in the last three years, in accordance with which supplies will as a rule be made in future. Provision should of course be made for the modification of the quantities entered in the standard list according to orders passed by competent authority on the representation of Heads of Offices and for the submission of occasional indents whenever necessary.

Conclusion and Summary of Recommendations.

36. Within the time at their disposal, the Committee have endeavoured to investigate the causes for the rise in the budgets of the Printing and Stationery Depot in recent years and to suggest proposals calculated to steady the cost and improve efficiency in the working of the Department. They believe that, if their recommendations are accepted by Government and are brought into effect, there will be a saving eventually of about Rs. 30,000 annually. The more important suggestions are summarised below:—

I. The normal working hours in the Government Press at Bangalore and Branch Press at Mysore may be changed as proposed and the duration increased from six to eight hours a day or from 36 hours to 45½ hours a week. (Para 6).

II. The scales of piece-work wages in the Press which are over-liberal may be revised. (Para 7).

Piece-work arrangement may be abolished in the Machine and the Binding Branches. (Para 7).

III. The Hour Account system in the Composing and Machine Branches may be abolished and the men now working under the system may be brought on the permanent staff on suitable scales of pay. (Para 8).

IV. Revision of the permanent staff may be sanctioned simultaneously with the introduction of the changes in hours of work herein proposed. (Para 9).

V. Departments of Government should as far as possible avoid sending rush work to the Press and when they do send it, definite instructions as to whether overtime work may be arranged for or not should be given. (Para 10).

A responsible Officer of Government may be made the Liaison Officer to regulate the transmission of printing work to the Press from the Secretariats and the Comptroller's Office and to avoid Rush Work except under special circumstances. (Para 11).

VI. Works received for printing should be classified into scheduled and non-scheduled works and those coming under the former category may as a rule be entrusted to private presses. (Para 12).

This arrangement may be introduced gradually, suitable reductions in the piece-workers and permanent staff being also effected as vacancies occur, whenever possible. (Para 12).

VII. Old and obsolete machinery in the Press should gradually be replaced by up-to-date labour-saving machines as far as funds permit. (Para 13).

The rules in force in the Government of India Printing Press regarding formation of a Depreciation Fund may be adopted here and the Press may be required to keep a pro-forma account in this behalf. (Para 14).

One Linotype Composing Machine, three Automatic Feeders and three Electric Proof Presses may be purchased for the Press provided there is corresponding reduction in the piece-work grant. (Para 15).

Individual Motors should be installed in the Government Press with a view to effect savings in the electric power and lighting charges. (Para 16).

VIII. Officers sending matter to the Press should be required to comply strictly with the technical rules of the Press in the matter of preparing manuscripts for the Press, correcting proofs, returning them in time, etc. If proofs are not returned within the time allotted, the matter may be broken up and not be re-set without specific sanction from Government. (Para 18).

The Press may be provided with qualified and competent Proof Readers. (Para 19).

The Press establishment may be divided into three different Sections:—

(1) Press Proper,

(2) Accounts Section, and

(3) Forms and Stationery Section, the first and last being under a separate Gazetted Assistant and the second under an officer of the rank of a Divisional Accountant. (Para 20).

IX. Covers and note papers for use in Government Offices may be prepared and supplied in standard sizes indicated, except in the case of the Palace, the Members of Government and the Secretariat. (Para 21).

The system of free printing may be discontinued in the case of semi-official bodies and a subvention given to them. (Para 25).

The list of standardised Forms should be kept up-to-date in the Stationery Depot and proper arrangements should be made to embody in it the alterations made from time to time. (Para 28).

Standardisation of Forms has been done only in respect of ten departments. Action may be taken to have the standardisation completed in the remaining departments also. (Para 30).

The reduction of general and special forms into one or two uniform sizes and the printing of Registers and Forms in an economical manner requires examination. The work may be entrusted to a Special Officer. (Para 31.)

X. Forms may be supplied by the Press direct to Taluk Offices instead of through the Districts. An additional staff of two Invoice Clerks and two Counters at a total cost of Rs. 70 per mensem may be allowed to the Press for a year in the first instance. (Para 32).

Rules suggested in respect of supply of Forms may be applied to supply of stationery articles also. (Para 33).

The supply of stationery articles to different departments may be spread over the whole year and a suitable calendar of supply may be drawn up to ensure economy in supply. (Para 34).

The Government Order of the 27th May 1904 regarding supply of stationery and forms may be revised as indicated. (Para 35.)

37. The Committee desire to express their acknowledgments to the Secretary, Mr. D. C. Subbarayappa, for the valuable assistance rendered to them in the performance of their work. The care and trouble that he took in preparing the proceedings and drafting the report considerably lightened the Committee's task.

I have the honour to be,

Sir,

Your most obedient servant,

D. C. SUBBARAYAPPA,

Secretary, Press Committee.

NOTE.—Annexures not printed.